DOCUMENT RESUME

ED 233 170 CE 036 645

AUTHOR Anderson, L. S., Blakers, C.
TITLE National Clearinghouse on Transition from School Newsletter. Vol. 2. No. 3, Part 1.
INSTITUTION Australian National Univ., Canberra. National Clearinghouse on Transition from School.
PUB DATE Aug 83
NOTE 49p.; For related documents, see CE 036 644-646.
PUB TYPE Collected Works - Serials (022) -- Viewpoints (120) -- Information Analyses (070)
JOURNAL CIT National Clearinghouse on Transition from School Newsletter; v2 n3 pt1 Aug 1983

EDRS PRICE MF01/PC02 Plus Postage.
DESCRIPTORS Access to Education; Adolescents; Adults; Annotated Bibliographies; Computer Oriented Programs; *Educational Policy; *Educational Research; *Education Work Relationship; *Employment Practices; Equal Education; Family Life; Futures (of Society); Government Employees; Job Training; Laws; Migrant Programs; Part Time Employment; *Personnel Policy; Policy Formation; Program Descriptions; Public Policy; Research Projects; Unemployment; Young Adults; Youth Employment; Youth Programs
IDENTIFIERS Australia (South Australia); Australia (Western Australia)

ABSTRACT

This part of the Australian newsletter from the National Clearinghouse on the Transition from School to Work is organized into eight sections. Following a description of the clearinghouse in the first section, the newsletter contains two sections of brief descriptions of current research projects and news items. In the fourth section, three books are reviewed: The Future of Work, The Law Relating to Parents and Children, and Youth and the Law. In the fifth section, two longer articles describe an experiment in permanent part-time work in the South Australia Public Service and transition education at an Australian high school. In the sixth section, a continuing series of international perspectives looks at youth waiting for work in China, while the seventh section contains the sixth part of a series on "Teenagers: From School to Work" focusing on policies for youth and education. The final section in part 1 of the newsletter presents a perspective on the Commonwealth participation and equity program as seen by the Commonwealth Schools Commission. (KC)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

ED233170

The Australian National University

NATIONAL CLEARINGHOUSE ON TRANSITION FROM SCHOOL

Newsletter

Vol. 2 No. 3 August 1983

U.S. DEPARTMENT OF EDUCATION
NATIONAL INSTITUTE OF EDUCATION
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

This document has been reproduced as received from the person or organization originating it.
Minor changes have been made to improve reproduction quality.

- Points of view or opinions stated in this document do not necessarily represent official NIE position or policy.

"PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY
National Clearinghouse on Transition from School
TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

D.S. Anderson
and
C. Blakers

Department of Sociology
Research School of Social Sciences

Telephone: 493740 or 494162

CE036645

This material is free of copyright and users are invited to reproduce and disseminate as widely as possible. We would appreciate acknowledgement and a copy of the periodical, paper or report.

Produced by the

National Clearinghouse on Transition from School
Department of Sociology
Research School of Social Sciences
Australian National University
P.O. Box 4
Canberra, A.C.T. 2600

Telephone. (062) 49 4162

ISSN - 0729 - 6606

IN THIS ISSUE

Page

PART 1

* ABOUT THE CLEARINGHOUSE 1

* PROJECTS OF INTEREST 3

  . Australian Family Research Conference 3
  . International Youth Year (IYY) 4
  . Victoria. Clearinghouse on Migration Issues (CHOMI) 5
  . W.A. Inquiry into Education in Western Australia 6
  . W.A. Youth Affairs Bureau 6
  . Index 7

* FROM HERE AND THERE 9

  . Employment and Unemployment, July 1983 9
  . New Information from the ABS 10
  . Computer Processing of Student Allowances 11
  . Single-Sex Schools 12
  . An Attractive Job Vacancy 13
  . Education: Why? and How? 13

* BOOK REVIEWS 15

  . Professor *G.W. Ford* reviews

    . WILKES, John (ed.). The Future of Work. Sydney, N.S.W.: Allen and Unwin, 1981 15

  . Dr *Ian Pirch* reviews

    . GAMBLE, Helen. The Law Relating to Parents and Children. Sydney, N.S.W.: The Law Book Company, 1981 19

    . PRATT, Joan and Jane CONNORS. Youth and the Law. A Study commissioned by the Office of Youth Affairs, Department of Employment and Industrial Relations. Canberra: AGPS, 1982 22

* ASPECTS 23

  . Permanent Part-Time Work: The South Australian Public Service Experience by *Mary Beasley* 23
  . Transition Education at Pingelly District High School: Pinten Enterprises by *Paul Hetherington* 27

* LOOKING AT OTHER COUNTRIES NO. 3 PEOPLE'S REPUBLIC OF CHINA 31

  . Youth Waiting for Work in China - by *Don Anderson* 31

* TEENAGERS: FROM SCHOOL TO WORK: PART 6 — Page

. Youth and Education: Policies and Action. A Summary - by *C. Blakers* 37

* PERSPECTIVES

. The Commonwealth Participation and Equity Program - by the Commonwealth Schools Commission 47

PART 2 (Part 2 is bound separately as CE 036 696.)

* REVIEW PAPER NO. 9

Perspectives on a Youth Policy: A group of papers by different authors ii

. Youth Policies
by *L.W. Sheare* and *J.K. Matthews* 1

. Putting Youth into Youth Policy
by *Michael Clohesy* 5

. Measuring the Status of Youth
by *Richard Sweet* 11

. Some Psychological Effects of Unemployment in School Leavers
by *Marika Tiggemann* and *Tony Winefield* 17

. Perspectives on a Youth Policy: A View from Education
by *Phillip Hughes* 23

. Higher Education and Youth Policy
by *Don Anderson* 37

. Financial Incentives for Teenagers
by *Duncan Ironmonger* 42

. A Youth Allowance
by *Meredith Edwards* 48

. Beyond the Refuge: Income Support and Public Housing
by *Justin McDermott* 61

. Rhetoric is Fine ... But Delivery is Another Thing
by *Paul Baker* 69

. In Summary and Extrapolation
by *C. Blakers* 75

ABOUT THE CLEARINGHOUSE

This is the third issue of Clearinghouse materials for 1983. The last issue will be the November issue, posted in early December. We are currently sending out over 470 copies of the Newsletter and Abstracts and requests continue to come in each week. A rough breakdown of the Clearinghouse mailing list is included in this Newsletter for the information of readers. Reception of the Clearinghouse materials seems to be generally favourable, and people have been extraordinarily generous in providing materials for the Abstracts and contributing articles for the Newsletter. We would like to thank all those who have helped us in this way.

It appears likely that the Clearinghouse will continue in 1984 and remain at the ANU. We are currently discussing its future with the Department of Education and Youth Affairs and hope to clarify the position before too long.

On the assumption that it will continue, we are preparing to up-date our mailing list for 1984. We enclose with this Newsletter a Questionnaire which should be returned as soon as possible by anyone wishing to receive Clearinghouse materials in 1984. The Questionnaire also includes, on page 2, some questions which will provide us with information on the usefulness or otherwise of Clearinghouse materials. We hope that everyone will return the information requested on page 2, whether or not they wish to continue receiving material in 1984. The negative responses - and the reasons for them - are as important as the positive ones in helping us improve our services.

The second Annotated Bibliography is under way now. As part of the Bibliography project Dr Anderson is gathering material to assist him in exploring the relationships between research and policy. Responses to a questionnaire sent earlier this year to researchers on the possible uses of their research are now being studied, and a similar questionnaire on the use of research in policy-making will shortly be sent to policy-makers. We thank all those people who have given us information about their research and those policy-makers who will, we hope, respond to our further questionnaire.

APOCRYPHA

Therefore was Adam sent forth from the garden of
Eden to earn his bread by the sweat of his brow
and to till the ground from whence he came.

And lo, it was called job creation.

* PROJECTS OF INTEREST

National

. Australian Family Research Conference

The first Annual Conference on Family Research, co-ordinated by the Australian Institute of Family Studies, will be held at Burgmann College, Australian National University, Canberra on 23-25 November, 1983. The Conference is a research conference at which findings from the Institute's own studies and other family studies conducted in Australia can be presented publicly and exposed to critical scrutiny. It is designed to encourage an informed understanding of the many factors affecting family life.

Papers based on current research are invited in each of the five main areas covered by the Institute of Family Studies' research program:

- Social Structure and Family Process - social and psychological factors that affect the dynamics of family life and interpersonal communication against the socio-economic, demographic and social structural backgrounds influencing those processes.
- Family Support - networks of support and factors affecting levels of support for families in differing situations
- Family Law - legal structures and processes as they relate to family life (including divorce, marriage, human rights, adoption, protection, property, etc.)
- Families and Education - research on relationships between family context and educational issues (including policies for education and individual opportunity, education for marriage and family life, and education for life satisfaction)
- Families and Policies - explicit and implicit policy effects on the nature of family life.

Papers may be from any discipline, but must be based on systematic research analysis relevant to the Institute's functions which include:

- the conduct, encouragement and co-ordination of research into factors affecting marital and family stability
- assessment of the impact of policies affecting the wellbeing of families
- provision of a national resource bank of information on families and family change.

Further information from:

Dr Don Edgar, Director
Institute of Family Studies
766 Elizabeth Street
Melbourne, Victoria 3000

. International Youth Year (IYY)

1985 has been declared by the United Nations General Assembly as International Youth Year, the theme of which is to be 'Participation, Development and Peace'. On 24 June, 1983, the Minister for Education and Youth Affairs endorsed guidelines for the formal establishment of the National IYY Co-ordinating Committee.

This Committee will bring together representatives from the key youth networks and other major sectors concerned with young people. It will comprise:

Commonwealth Office of Youth Affairs	1
Representatives of State/Territory Governments	8
Australian Council of Local Government Associations	1
Youth Affairs Council of Australia	4
Confederation of Australian Industry	1
Australian Council of Trade Unions	1
Independent Chairperson (possibly after 12 months)	1
	17

The Australian objectives of IYY will be to:

- increase awareness of the situation of youth and recognition of their rights and aspirations by decision makers and the public
- promote policies and programs relating to youth as an integral part of social and economic development
- increase the participation of youth and youth organisations in society, and in particular in promoting and achieving development and peace
- encourage youth to have the ideals of peace, mutual respect and understanding of people.

For those who would like further information on IYY, the Office of Youth Affairs in the Department of Education and Youth Affairs has produced a Fact Sheet (July 1983) from which the above information has been drawn. There are also contact officers in every State and Territory.

Further information from:

IYY Secretariat
Office of Youth Affairs
Department of Education and Youth Affairs
P.O. Box 826
Woden, A.C.T. 260 Phone: [062] 89 1333

Victoria

. Clearinghouse on Migration Issues (C.H.O.M.I.)

This Clearinghouse is the documentation unit of the Ecumenical Migration Centre, a non-profit welfare and community education agency which was established early in the 1960s. It provides information on

- the cultural background of the main ethnic groups
- immigration experience in Australia and overseas
- current issues affecting inter-ethnic relations, including welfare, education, employment, legal aspects, inter-generational differences
- discrimination, prejudice and race relations
- ethnic and community organisations and services
- government and community programs and policies.

Its collection of material includes:

- 700 files of press clippings
- 600 boxes of articles, papers and unpublished reports
- 200 periodicals
- 40,000 cross-catalogued bibliographical references
- 15,000 analytical-abstract cards
- over 500 selected microfiche
- tapes.

The Clearinghouse publishes

- Migration Action, the only Australian quarterly on ethnic relations
- CHOMI-DAS, a bi-monthly bulletin of documentation and abstracts
- Reprints of articles, etc.
- Kits for Workshops, etc.
- Bibliographies on selected topics
- Monographs.

Further information from:

Clearinghouse on Migration Issues
133 Church Street
Richmond, Victoria 3121 Phone: [03] 42 4948

Western Australia

. Inquiry into Education in Western Australia

This Inquiry has been established under the Chairmanship of Mr K.E. Beazley, AO to conduct a wide-ranging inquiry into education in Western Australia. The fourteen points of the Terms of Reference include curriculum from primary through to TAFE; the adequacy of basic skills teaching; the adequacy of certification arrangements and the influence of tertiary level requirements on school curriculum; retention of students; involvement of parents and community in school decision-making; relationships between schools and TAFE; the professional preparation and development of teachers, and their recruitment and promotion; provision for exceptional children, for Aborigines and for children from non-English speaking backgrounds; disadvantage of girls.

The Committee is currently working through five sub-committees: curriculum, community consultation, special groups, teaching staff, certification/tertiary selection. It hopes to report by March 1984.

. Youth Affairs Bureau

It is the policy of the Western Australian government to establish a Youth Affairs Bureau to co-ordinate policy development in relation to youth affairs. A task force under the chairmanship of Professor Brian Hill (School of Education, Murdoch University) has been set up, drawing its 24 members from government agencies and the community. The Task Force will consider, among other things

- the basis on which policy development and all government services affecting youth can be co-ordinated
- the relationships of the proposed Bureau with other government departments and agencies and with organisations and workers in the non-government area
- policy areas requiring further development.

. Projects of Interest: Index	ISSUE
NATIONAL	
. Australian Association for Adolescent Health (AAAH)	May 1983
. Australian and New Zealand Association for the Advancement of Science. 53rd ANZAAS Congress, Perth 1983	Feb. 1983
. Australian Education Council Task Force on Youth Policy	Aug. 1982
. Australian Family Research Conference	Aug. 1983
. Bureau of Labour Market Research (BLMR), Department of Industrial Relations	Feb. 1982
. Catholic Commission for Justice and Peace	Nov. 1982
. Commonwealth-State Transition Education Program Schools Transition Conference: 3-5 May 1983	May 1983
. Community Youth Support Scheme (CYSS)	Nov. 1981 Apr./Aug. 1982
. Enterprise Australia - Schools and Colleges Program	June 1982
. Industrial Relations Bureau	Feb. 1983
. Institute of Family Studies	Apr. 1982
. International Education Assessment: Proposal on Transition Study	Feb./Apr. 1982
. International Youth Year	Aug. 1982 Aug. 1983
. National Women's Advisory Council	Feb. 1983
. Program of Assistance to Youth Organisations	Nov. 1982
. Schools Commission Working Party on the Education of Girls	June 1982
. Sociological Association of Australia and New Zealand: Annual Conference 1983	May 1983
. Teachers as Evaluators Project	Apr. 1982
. TAFE National Centre for Research and Development	Feb. 1982
. Tertiary Education Commission Study: Participation in Higher Education	Nov 1981
. Women's Bureau, Department of Industrial Relations	June 1982
. Youth Affairs Council of Australia (YACA)	June 1982
A.C.T.	
. Social Justice Project (ANU)	Feb. 1982
. Work Resources Centre (ANU)	Feb. 1982
N.S.W.	
. Drop-In Centre Association of NSW	Aug. 1982
. Flashback Films	Nov. 1982
. Social Welfare Research Centre, University of NSW	Aug. 1982
. Technology Research Unit	May 1983
. Volunteer Youth Program	Feb. 1983
. Western Sydney Regional Organisation	Nov. 1982
. Worker Co-operative Development Agency	Nov. 1982

QUEENSLAND	ISSUE
. Industry and Commerce Training Commission	May 1983
. Transition Education Resource Unit	Nov. 1982
SOUTH AUSTRALIA	
. Community Improvement Through Youth (CITY)	June 1982
. Service to Youth Council of S.A.	Feb. 1982
. South Australia Council on Technological Change	June 1982
. South Australia Youth Forum	Aug. 1982
. Transition Education Unit	Nov. 1982
. Youth Bureau, Department of Industrial Affairs and Employment	June 1982
TASMANIA	
. Nangaree School, Hobart	June 1982
VICTORIA	
. Centre for Education and Research into Environmental Strategies (CERES)	Apr. 1982
. Clearinghouse on Migration Issues (CHOMI)	Aug. 1983
. Footscray Home Care Project for Elderly People	Feb. 1983
. Victorian Consultative Committee on Social Development	Feb. 1983
. Victorian Government Youth Transition Policy Task Force	Apr. 1982
WESTERN AUSTRALIA	
. Equal Opportunities Resource Centre	Aug. 1982
. Inquiry into Education in W.A.	Aug. 1983
. Rural Youth Movement Council	May 1983
. Youth Affairs Bureau	Aug. 1983
NEW ZEALAND	
. The New Zealand Commission for the Future	Feb./June 1982
UNITED KINGDOM	
. Australian Studies Centre, University of London	May 1983
. Centre for Youth Studies, University of Manchester	Apr. 1982
. National Youth Bureau	Aug. 1982

FROM HERE AND THERE

EMPLOYMENT AND UNEMPLOYMENT, JULY 1983

In July 1983, there were an estimated 6,969,200 persons in the labour force. Of these

6,284,400 were employed:

.5 per cent more than in June 1983
1.7 per cent fewer than in July 1982

684,800 were unemployed:

9.8 per cent of the labour force

.9 per cent fewer than in June 1983
52.1 per cent more than in July 1982

Over the 12 months to July 1983:

Full-time employment fell by 2.4 per cent

Part-time employment rose by 1.9 per cent

By major demographic group, monthly movements (s.a.) in unemployment were:

	Monthly Change	
	Number	%
Unemployed looking for full-time work		
- 15-19 year olds looking for first job	+ 3,100	+4.3
- total 15-19 year olds	+ 6,800	+4.4
- adult males	- 16,600	-4.8
- adult females	- 7.700	-5.5
- total persons looking for full-time work	- 17,500	-2.7
Unemployed looking for part-time work	+ 14,100	+17.7
Total unemployed	- 3,400	-0.5

Sources:

- ABS, The Labour Force, Australia, July 1983 (Preliminary Estimates), Cat. No. 6202.0, 11 August 1983
- Department of Employment and Industrial Relations. News Release (157/83) July Labour Force Statistics. Background to the Employment and Unemployment figures for July 1983

* * * * *

NEW INFORMATION FROM THE AUSTRALIAN BUREAU OF STATISTICS (ABS)

The ABS has recently published a number of New Issues which provide interesting information.

Method of Obtaining Jobs, Australia: July 1982 (Preliminary). Cat. No. 6244.0, 3 August 1983 [4p.]

Main features:

- During the six months to July 1982, 974,200 persons started a wage or salary job
- 32.3 per cent of jobs resulted from a general approach by the jobseeker to an employer without knowledge of a vacancy for the particular job
- In 48.4 per cent of cases, the jobseeker had approached the employer to obtain the specific job in question. These include:

  7.9 per cent who had found out about the job through the CES
  18.0 per cent who had applied for the job in response to newspaper advertisements
  17.1 per cent who had learnt of the job through friends and relatives
  5.4 per cent who had found out about the job through other sources

- 19.3 per cent of jobs had been obtained as a result of the employer approaching the jobseeker.

Of the 974,000 job starters in the period, 704,900 had been out of work prior to getting the job and 269,300 had changed employer. 335,600 (34.4 per cent of all job starters) had been registered with the CES.

Reasons for Completion or Non-Completion of Secondary Education, Australia 1982 (Preliminary). Cat. No. 4217.0, 29 June 1983 [5p.]

Main features:

- Preliminary estimates show that for persons aged 14 to 20 years who continued or intend to continue their secondary schooling to Year 12:

  95.0 per cent considered that undertaking Year 12 was important in order to obtain their preferred job
  78.5 per cent considered that undertaking Year 12 was important for continuing on to tertiary study
  73.8 per cent considered that they enjoyed school and this was important in deciding to undertake Year 12 study

- Of the persons aged 14 to 20 years who left or intend to leave school prior to Year 12:

  93.1 per cent considered that getting a job was an important factor in their decision to leave school before Year 12

67.2 per cent wanted their own money and considered this an important factor in choosing to leave school prior to Year 12
45.2 per cent felt that being 'fed up with school' was an important factor.

Suicides, Australia 1961-1981 (including historical series 1881-1981). Cat. No. 3309.0, 13 April 1983 [23p.]

Some findings:

- Suicide has accounted for over 1,500 deaths in Australia in each of the last 10 years, representing about 1.5 per cent of all deaths in 1981. But it is a significant cause of death at ages between 15 and 44 years. At ages 15-24 years in 1981 it accounted for 12.2 per cent of deaths; at 25-34 years, for 15.2 per cent; at 35-44 years, for 10.0 per cent
- As a percentage of all deaths in particular age groups, suicide was the cause of death of

7.9	per	cent	of	the	age group	15 - 19 years
15.8	"	"		"		20 - 24 "
15.5	"	"		"		25 - 29 "
15.0	"	"		"		30 - 34 "
11.5	"	"		"		35 - 39 "
8.9	"	"		"		40 - 44 "

Data are not available on whether persons committing suicide were employed or unemployed at the time.

* * * * *

COMPUTER PROCESSING OF STUDENT ALLOWANCES

There have been many problems and delays in processing applications for student assistance and these have often caused considerable hardship and anxiety to young people. A recent report by an independent consultant for the Department of Education and Youth Affairs recommends simplified procedures and the adoption of large-scale computer systems in order to streamline the processing of applications. The report outlines a three-year timetable which would require the up-grading of computer facilities in all State offices.

Among the benefits of this computerisation could be

- reducing processing times for student assistance applications
- reducing administration costs and the numbers of staff needed to deal with applications
- better management data
- quick access to information on benefits paid
- quick responses to student enquiries.

* * * * *

. SINGLE-SEX SCHOOLS

The following excerpt from the Times Educational Supplement, 12 August 1983 may be of interest. The Clearinghouse will endeavour to get copies of these reports.

Report backs single-sex schools findings

Girls-only exam results 'no better'

by Biddy Passmore

Single sex schools make no significant difference to girls' examination results, according to government-sponsored research involving some 7,500 pupils. A summary of its findings will be published by the Equal Opportunities Commission in the autumn.

The study is said to back up earlier findings that girls in single sex schools achieve greater examination success because they tend to be brighter to start with, not because of the effect of single sex education. Many all-girls schools are either grammar schools or voluntary schools which can select their pupils.

The research is based on data drawn from the National Child Development Study, a massive exercise which is monitoring the progress of children born in 1958. It was carried out by Miss Jane Steedman, who used the same source for her controversial study of the results of selective and comprehensive schools when she was working for the National Children's Bureau.

The study is believed to be the largest ever on this subject and carries extra weight because Miss Steedman was able to compare children's attainment in tests at the age of 11 with their performance five years later in O levels and CSE.

Its general conclusion has come as a blow to some of the Equal Opportunities Commissioners, such as the chairman, Lady Platt, who is a keen advocate of all-girls' schools. It will also, of course, be hotly disputed by leading girls' schools.

The summary of Miss Steedman's research will accompany a review of earlier research on the subject of single sex schools which comes to the same broad conclusion.

The review, by Miss Ann Bone, will say that research over the past decade has failed to prove any significant advantage for single-sex education. But it will also show that neither single sex nor mixed schools do enough to ensure that girls get the same education as boys.

Another popular myth that will be hit on the head by Miss Bone's review concerns moral standards in girls schools. She will show that girls at mixed schools are no more likely to become pregnant than their counterparts in all-girls' schools – and are more likely to be happily married later on.

Champions of girls' schools tend to stress that teenage girls are more likely to opt for the traditionally "male" subjects like science and technology if they are not worried about appearing unfeminine to boys in a mixed school. They are also encouraged by having female teachers of those subjects as "role models".

But Miss Bone's review suggests that, although girls in single-sex schools are more likely to express a willingness to study science and technology, they are not more likely to study them because some girls' schools do not offer them.

· AN ATTRACTIVE JOB VACANCY?

Two-pupil school survives another round

by Neil Munro

Britain's smallest secondary, the two-pupil school on the remote Out Skerries (population 90) group of islands off the east coast of Shetland, is to remain open. This is a result of parental pressure, although it has been the firm conviction of the education authority since 1947 that the pupils would be better served educationally by attending the six year comprehensive in Lerwick, a three-hour boat journey away.

The latest threat arose when the teacher, Mr Tom Bogle, announced he was leaving to become a clergyman in the Scottish Borders. For the past six years he has doubled as teacher and part-time missionary, conducting two Sunday church services and giving religious instruction. He has now been ordained. His teacher's salary is £13,000 a year. He also receives £2,000 a year from the Church of Scotland for his missionary work.

The Islands Council then suggested that it would make more educational sense if the two pupils, Michael Williamson, 11, and his sister Karen, 13, transferred to Lerwick. The pupils have to transfer to the Shetland mainland anyway if they wish to continue their education beyond the age of 16.

But their parents held firm, organised a petition, and the council backed down as it has been doing for 36 years. The teaching post has been advertised and, like Mr. Bogle's, it will be jointly funded by the education authority and the Church of Scotland.

From The Times Educational Supplement, 12 August, 1983

* * * * *

· EDUCATION: WHY? AND HOW?

. In education, the ideal of competition has had two kinds of bad effects. On the one hand, it has led to the teaching of respect for competition as opposed to co-operation, especially in internal affairs; and on the other hand, it has led to a vast system of competitiveness in the class-room, and in the endeavour to secure scholarships, and subsequently in the search for jobs.

One of the worst defects of the belief in competition in education is that it had led, especially with the best pupils, to a great deal of over-education. At the present day there is a dangerous tendency, in every country of Western Europe, though not in North or South America, to inflict upon young people so much education as to be damaging to imagination and intellect, and even to physical health. Unfortunately, it is the cleverest of the young who suffer most from this tendency: in each generation the best brains and the best imaginations are immolated upon the altar of the Great God Competition. (Bertrand Russell: Education and the Social Order)

. I have succeeded in passing exams but have failed to learn with others.

(Alan F. Wright and Freya Headlam: Youth Needs and Public Policies)

BOOK REVIEWS

. WILKES, John (ed.). The Future of Work. Sydney, N.S.W.: Allen and Unwin, 1981 [164p.: $8.95 paper, $17.50 hardback]. (Abstract 83/AB:34)

by G.W. Ford*

This volume on The Future of Work edited by John Wilkes contains the papers commissioned for the 47th Summer School of the Australian Institute of Political Science held in the rarefied atmosphere of Canberra on the Australia Day weekend in January 1981. In December 1980, the ABS estimated unemployment level was 6.3 per cent. By December 1981, the unemployment level had jumped dramatically to 9.6 per cent. This jump clearly emphasises the relevance of the A.I.P.S. organisers' suggestions to the author of the opening paper. That is:

> There is a scenario of a continuously increasing national product and continuously decreasing opportunities for paid work for most sections of the community: shortages of required skills, endemic unemployment and a widening gap between rich and poor. How likely is this scenario in the eighties?

Fred Gruen's opening paper on The Economic Perspective addresses this question by firstly examining the changing fashions in looking at the world of work, with special reference to the differing views on the role of technology. Secondly, he examines the key changes in employment in the 1970s; namely the increases in recorded unemployment, in hidden unemployment and discouraged workers, in the self-employed, in part-time employment and in female employment. Finally, he speculates on changes in employment in the 1980s.

These important changes in the 1970s and the probable changes in the 1980s have important implications for skill formation. Australia has consistently suffered from skill shortages throughout the history of European settlement on the continent. In the 1970s and 1980s such skill shortages provided an added incentive for technological change. Unfortunately the current academic debates on deskilling have been dominated by the analysis of the assembly lines in the US auto industry. There is an urgent need to understand what is happening to skills and skill formation across all areas of employment in Australia. I strongly agree with Fred Gruen's analysis that:

> ... long-term changes in Australia's industrial and occupational structure will continue to reduce the proportion of lower-skilled manual and clerical tasks and increase what might be called intellectual tasks

* Department of Organisational Behaviour, University of N.S.W.

> and the more highly-skilled manual tasks associated with operating complex and large-scale equipment, machines and transport units. In other words I would expect occupational tasks to become more demanding and more skilled in the widest sense. These skills will not be confined to the acquisition of certificates at or near the time of entry into the workforce, with little further training and learning during the next forty years of workforce participation. On the contrary, continuing skill acquisition - both formally and learning by doing - are likely to become increasingly important features of the work process in the future (p.18).

The Social Impact: Changes in Paid and Unpaid Work by Bettina Cass opens by challenging the conventional wisdom of equating work with employment. She points out the absurdities and inequities in this common assumption. Her analysis highlights the need for new intellectual tools to understand the future of work. In particular, there is a need to reconceptualise the vision of present employment if we are to adequately prepare for the future.

Cass systematically sets out the segmented nature of the paid workforce in Australia, showing the disadvantaged positions of immigrants, aborigines and women. She is careful to point out the variations within these groups. The consolidation of this dual labour market is a distinct possibility in the future.

> e.g. the introduction of a particular form of computerised technology is likely to make quite a different impact on the job futures of workers in the different sectors: for 'primary' workers offering the chance for the acquisition of new skills (although some previously skilled workers may find their skills redundant) and for 'secondary' workers and potential 'secondary' workers leading to the disappearance of jobs and the deskilling of those which remain (p.34)

Cass details the segmentation of the increases in unemployment and in part-time work. Both of these have important implications for the transition from school and for the need to reconceptualise and restructure the relationship between school and work. Plant level research in Germany and France indicates that the education systems significantly influence the nature of employment, as well as vice versa.

Paul Barton's A Perspective on Work is a thoughtful contribution reflecting basically on the American experience. However, it is a pity that organisers of Australian conferences do not look for contributions from societies more our size. When he was visiting Australia, Professor Ed Blakeley of the University of California strongly emphasised that it would be more appropriate for Australians interested in employment policy to visit Sacramento than Washington. I would add that people from Vienna, Helsinki, Stockholm and Oslo could contribute ideas on how other small nations are meeting the changes in the world of work.

Hugh Pritchard in Coping with a Shortage of Work briefly discusses the controversies over both the shares of the economic cake and macro-economic measures to increase employment. His paper then concentrates on

discussing micro-economic policies that deal with a shortage of work:

- resisting job-destroying technology
- policies that create a better match between labour supply and demand
- policies that reduce the supply of labour
- policies that increase the demand for labour
- income maintenance policies that provide income for those that cannot find work.

In discussing these options, Pritchard notes the lack of appropriate data and the divergent views facing policy formulators. The issue of equity is central to his analysis.

Concetta Benn's paper forcefully addresses the issue of Chronic Unemployment: The Choice of the Disadvantaged. True to the traditions of the Brotherhood of St Laurence, her analysis is solidly grounded on the day-to-day reality of the disadvantaged. The reader is left in no doubt that the long-term unemployed are not part of the fabled leisure society. The Brotherhood of St Laurence should run on-the-job retraining programs for isolated academics and bureaucrats concerned with the policy implications of unemployment. The Brotherhood enterprises support innovative welfare programs, carry out social research and 'meet a payroll at the end of each week'. Few organisations in the private or public sector can match that level of experience. Concetta Benn's paper strongly confirms, firstly, that there is no shortage of socially useful work to be done in the present or in the future and, secondly, that there are important grass roots experiences of job creation which could be developed further.

Mary Beasley, a Commissioner for the Public Service Board in South Australia, discusses a controversial policy innovation in her paper on Permanent Part-Time Work. In the 1970s there was growing awareness that the traditional standard eight-hour day, forty-hour week, did not satisfy the employment needs of many people. At the same time there was a growing awareness that the rapid increase in part-time employment, much of which was casual, was disadvantaging many members of the work force. The people expressing these different concerns often clashed over the policy implications. Emotion still clouds the issues.

Mary Beasley's paper addresses the concerns of both groups and explains the initiative in developing permanent part-time work in the South Australian public service. Her analysis shows how a thoughtful and strong policy person can develop and initiate changes in work by facing up to the concerns and values of different groups.

Russell Lansbury's paper on Structural and Institutional Barriers to Change emphasises the rigidities in the world of work. Many ideas and policies remain stillborn because their formulations have not clearly understood or analysed the barriers which need to be negotiated in a highly structured labour market.

Lansbury points out the changes in work resulting from industrialisation and the theories of people such as Adam Smith and Frederick Taylor. However, concepts of industrialism and employment transferred to Australia from other English-speaking countries are not universal. For example,

different forms of organisational participation have developed in Europe and Japan. Yet, as Lansbury's paper shows, despite the considerable intellectual, political and union support for the concept of industrial democracy in Australia, there have been few successful practical moves in that direction. The major barriers have yet to be negotiated. This is a salutory warning to people who predict rapid institutional changes.

In the first of three commentaries, in Work and Changes for Australia, Barry Aldrich, a practising manager who is interested in broad policy issues, counsels against 'the facile transfer to Australia of models and lessons from other countries in respect to work and employment'.

This message needs to be transmitted to managers also in relation to financial and organisational behaviour where there is a tendency to slavishly follow American and British fads. His comments indicate he would not disagree with my extension of his warning.

Aldrich also warns against treating Australia as a single entity. There are considerable regional differences in this vast continent. Many of the new areas of employment are in isolated locations where work issues may be viewed differently from approaches in the large urban centres.

Jim Carlton, a Liberal M.P. and a noted economic 'dry', is concerned about Lifting the Constraints. His way to salvation is 'to loosen everything up and to allow more market forces to operate'. However, the two economically most successful economies, Japan and Germany, have certainly not followed Carlton's prescription in their employment policies, either in the public or private sectors.

Barry Jones, a Labour M.P. (now Minister for Science and Technology) in his Unemployment, Productivity and Education, lashes out at the 'pathetic contribution' of academics to public awareness. 'Academic economists have about the status and reliability of astrologers'. His commentary highlights his concerns for the lack of understanding of the relationships between education and technological changes in Australia.

In his Summation of the conference Ronald Sackville sets out the points of agreement and the questions identified. He emphasises that 'no rigorous discussion of opinions in this area can be value-free', even though many scholars believe that their discipline is devoid of values. He set out the following three questions which seemed to be regarded as the most important by the contributors:

- Is work important to the great bulk of people and will it continue to be important in the face of rapid and far-reaching change, such as technological advance, the spectre of chronic unemployment and the increasing opportunities for leisure?
- In the face of chronic unemployment what steps should be taken to increase opportunities for employment and will they be sufficient?
- If we cannot provide employment for all who want to work what steps, if any, should we take to overcome the obvious problems, such as an increase in the levels of inequality in society (however measured) and the lack of self-esteem by those not in the paid workforce?

* * * * * *

. GAMBLE, Helen. The Law Relating to Parents and Children. Sydney, N.S.W.: The Law Book Company, 1981 [341p.: $15.00]. (Abstract A81)

by Ian Birch*

Any statement on the legal relationships between parents and children and the relationship of each with society is likely to be as complex as a social or political statement on the same subject. Helen Gamble has attempted such a statement in The Law Relating to Parents and Children published in 1981. Hers is a bold attempt - embracive in scope, occasionally uneven in treatment, technically competent.

The first of the five parts into which this book is divided comes under the general heading Children within Marriage and comprises one chapter, Parental Rights and Duties. Despite this choice of title the chapter gives consideration to the welfare of the child which has emerged or is emerging as the dominant chord struck by statutory provisions and judicial decisions related to the interests of children. As with her discussion of choice in religion, for example, the author traces the development from parental right to child's interest, although pertinent areas of parental rights are not overlooked in the discussion on the control of children. Nevertheless, such considerations are quickly submerged in the many duties which the law has laid upon parents. Those discussed in this chapter include duties in respect of providing the necessities of life in general, and education and medical attention in particular. Also considered in this part are matters related to the social responsibilities of parents, such as their liability for the acts of their children. Children's responsibilities and rights are woven into the discussion and the limitations placed on them with regard to such matters as owning property and obtaining passports are canvassed. This wide-ranging chapter, interspersed as it is with case references, is perhaps the most vulnerable in the book for reasons which appear below.

Part II of this work comprises three chapters related to custody, access, and accommodation and maintenance. Custody disputes between parents, and between parents and strangers comprise the discussion of the first part of chapter two, whilst procedural matters principally receive attention in the second part. The indecisiveness of this chapter is happily left behind when the next chapters are read. Chapter three goes to the heart of the law on the question of access, whether it be that flowing from a dispute between parents or between parent and child. The reference to access orders provides a welcome practical diversion. Likewise, chapter four provides useful guidelines in its discussion of property and maintenance matters, often the most difficult to settle in a family breakdown situation.

The rather inelegant titles of Parts III and IV - Losing the Child and Giving the Child Away - suggest a view of children as property which the law and the author have otherwise eschewed. In the former Part, one chapter is concerned with child abuse and neglect, and details very suitably the legislative provisions throughout Australia; another chapter provides useful information on the child's relationship to criminal law including treatment of the crime of incest; and the third chapter

* Department of Education, University of Western Australia

describes the legal situation of the child leaving home, with some throwaway comments on the education system sitting uneasily with some very useful legal guidance for the reader.

Part IV goes to the emotional areas of adopting and fostering children with a chapter on each. These deal with their subjects in sufficient detail to provide adequate indices for persons involved in these problems although the situation of the person who remarries on the death of a spouse might have been worthy of reference. The discussion of overseas adoptions provides a worthwhile reminder of the dangers inherent in such an undertaking.

The final and shortest Part contains one chapter on the problems associated with the illegitimate or ex-nuptial child. Developments in the law and present provisions are comprehensively canvassed in this chapter. On this note the book ends abruptly.

In her preface to this book, Helen Gamble indicates both the audience for the book and her aim in producing it. As far as the former is concerned, parents may find it a little hard going even with the use of the index. There is no discussion, for example, of the weight to be given to judicial decisions such that the importance of the cases cited can be determined. As far as children as an audience is concerned, it is difficult to believe that this book is written with them in mind. Not only will they, if not their parents, need to dive for their dictionaries on reading page 11 to discover the meaning of parens patriae, but the format is not conducive to other than a hard slog in terms of reading and analysis. Without pressing the point too far, an approach similar to that adopted by CCH Australia Limited in their exposition of the Family Law Act in Marriage Divorce and the Family: New Rules for Australians is called for, if young non-specialists are expected to benefit from research such as has gone into this book.

It is, however, the aim of the book which is of more concern. Its stated intent is to help the reader understand how the law operates. There is, appropriately, a warning against reading for a personal solution from the materials cited and advice that legal assistance may be required. It is suggested by the author that the book may indicate whether legal advice should be sought. Fortunately, the writer goes beyond these parameters set by her in the Preface. In chapter four, for example, general guidelines are given and cases are used with a view to providing guidance for the concerned reader. This procedure is followed in some other chapters but not all. In the chapter on custody, for example, the writer re-emphasises her self-imposed restraints so that one wonders why she did not proceed to the conclusion for that chapter and dispense with the discussion of the literature. For, despite the disclaimers about it, that material is such that readers may wish to identify themselves with circumstances cited and draw appropriate conclusions for their individual situations. If the author did not intend that outcome, this book should have been of a different sort.

The support statement on the back cover of this book claims that the book has been written for schoolteachers amongst others and that the need for such a publication became apparent following discussions with 'lawyers, social workers and schoolteachers'. There is little doubt that teachers should benefit from reading The Law Relating to Parents and Children albeit for reasons other than merely deciding whether an approach to a

lawyer might be helpful. But the treatment of aspects of the law relating to teachers qua teacher is disappointing.

The discussion relating teachers and schooling to children and parents occurs principally in the first chapter and is conspicuous for errors of fact such as the statement that school management is in the hands of a school board (p.11) (true for the ACT but elsewhere?); misleading assertions such as the reference on compulsory school age on p.11 which fails to account for the lengthier stay at school required by law in Tasmania; lack of preciseness in the discussion of the duty of care owed by teachers where the conclusion from a High Court decision is drawn in terms of what the law 'seems' to be. It is also noted that at a later point the author cites a corporal punishment case involving a teacher in support of an assertion about parents exceeding the bounds of reasonable chastisement and seems not to note that death ensued in that particular case.

Not only may schoolteachers be disappointed with what is mentioned in this book vis-a-vis their profession, they may also find it a little short on points of interest to them. The latest law is not made explicit in the negligence cases, for example, nor is advice given on the situation where teachers are required or asked to provide medical aid. There is no mention of the way in which the law expects more of the teacher in his fiduciary relationship with children nor on the implications for the teacher of difficulties arising from parents 'losing a child' or 'giving a child away'. In all, the schoolteacher has not been as centrally served as one might have expected from the publisher's note.

The author has been meticulous in the compilation of this work. One typographical lapse was noted in line 2 on p.81; some inconsistency was seen between the claim that a provision was contained in all States' child welfare legislation but exceptions were mentioned in the note (p.81, n.49); and the page reference was only just wrong in the index entry 'School: leaving'. Errors of this sort were very few in a work with such a comprehensive set of notes.

As always, such books are overtaken by time. It remains for this author or another in this field to attempt an update of this material presented in a manner suited to the expected audience or parent and child.

* * * * *

. PRATT, Joan and Jane CONNORS. Youth and the Law. A study commissioned the the Office of Youth Affairs, Department of Employment and Industrial Relations. Canberra: AGPS, 1982 [77p.: $5.00]. (Abstract A82)

by Ian Birch*

In sharp contrast with the work by Helen Gamble is this report, commissioned by the Office of Youth Affairs and prosecuted by two lawyers, Joan Pratt and Jane Connors. This study is much more limited in its scope in that it is concerned only with the rights and duties of young people between the ages of 12 and 20, and it is limited to two jurisdictions: that of the Commonwealth which, in this respect, is quite limited and that of the Australian Capital Territory. Further, it unabashedly intends to advise what the law is in respect of this clientele. Similarity with The Law Relating to Parents and Children is evident in the topics discussed which embrace family relationships including custody, access, maintenance, adoption, marriage and related matters in family law. Attention is also given to matters of a wider social interest such as citizenship, voting rights, involvement in legal actions and the problems of immigrant youth. The law is also outlined in respect of the involvement of minors in the commercial field, their liability in the case of civil exigencies, offences at criminal law and provisions made for 12-20 year olds related to health and education. In all these matters attention is drawn to both Commonwealth and ACT law.

This study is sufficiently omnibus in style and limited in scope as to have effectively caught up the principal points of legal interest whilst being considerably frustrating for anyone wanting to hear argument on any issue. Little is missed, albeit one point of interest was the dismissal of the provision of benefits to students in section 51(xxiiiA) of the Commonwealth Constitution with the word 'pensions' (p.6) and the omission of any reference to section 96, the grants power.

Despite the annoying staccato style, the use of one or two sentence paragraphs and the need for further proof reading, this report is commended for wide reading. It provides its public with an intimation of the present state of the law, sufficient to provide a basis for further action. It has also attempted to accommodate changes immediately in contemplation at the time of writing and, given that attitude, it deserves to be followed every two or three years with an up-to-date revision. Other jurisdictions, too, might well follow suit with such a no-frills production.

* Department of Education, University of Western Australia

* ASPECTS

. Permanent Part-Time Work: The South Australian Public Service Experience

by *Mary Beasley**

The South Australian Public Service Board has the distinction of being the first organisation in the public sector to introduce permanent part-time employment as an integral part of its career structure. The Board regarded permanent part-time employment as a means of maximising efficient use of resources in the Service, but took the initiative primarily in response to the needs of employees who sought more flexible choices in their patterns of work. The key impetus t developing policy on permanent part-time work came therefore from employees' needs.

The Corbett Committee of Inquiry into the Public Service of S.A. had also recognised this need for flexibility and made a recommendation that the traditional practice of providing employment only on a full-time basis should be altered, and that existing working arrangements be examined with a view to finding as many opportunities as possible for employing part-time workers. It was stressed that the needs of individual employees, as well as the needs of the Departments, should be considered. This initiative marked a clear departure from the policies which shaped most government employment systems, which were based on traditional features of full-time work and training for a life-time career, as against part-time work, which was largely regarded as temporary, dispensable and applicable mainly in lower occupational levels of employment.

Reviews carried out by the Board revealed that efforts by some organisations to introduce part-time work to match changing economic and social conditions reflected an overall view that permanent part-time employment was becoming increasingly accepted as an integral part of the employment structure. It was also apparent that a number of difficulties had been encountered by organisations attempting to modify existing regulations to create more flexible work patterns. The difficulties primarly centred on the status and definition of part-time work. As a result of the reviews undertaken it was concluded that, although it would not be a simple matter to introduce permanent part-time employment opportunities in the South Australian Public Service, the difficulties were not insurmountable.

In planning for the introduction of permanent part-time employment, a number of important principles were determined. As a first step the Board decided to put aside consideration of other variable work patterns such as job pairing, job sharing, and split-level jobs. Working arrangements like job sharing and job pairing appeared at first glance to offer a great deal of flexibility to the employee, both concepts involving two people appointed jointly to one job, co-operating closely and often determining between them the hours that each would work and the responsibility each should undertake. However, there were major problems with such options.

* Commissioner, Public Service Board of South Australia

The first was that, inherent in our Public Service Act and Regulations, is the concept of an officer filling an office. The idea of two officers sharing an office would have been contrary to the Act; thus, to enable job-sharing, the Act would have had to be substantially rewritten. Administrative objections too were raised regarding job-sharing such as: What do you do when one person leaves and the other wants to stay; when one deserves promotion and the other does not; when one is sick, does the sharer cover for hime/her? Given these considerations, it was decided to create discrete offices in the same manner as for full-time positions. Thus every part-time position is regarded as an office in its own right, the difference lying only in the number of hours worked.

The Board adopted a status qualification based on regularity of duty, rather than the number of hours worked and the following definition of part-time work was enunciated: Persons engaged for less than 37½/40 hours per week, working 15 hours or more per week for a continuous period of one month or longer, where the hours of work are fixed and constant.

On these principles the Board was able to concentrate on the development and implementation of a policy which could be achieved within the ambit of existing Acts and Regulations, while at the same time acknowledging the changing views and expectations of society and the needs of people in the work force. Of critical importance to the ultimate success of the Scheme was the close liaison with and involvement of the Public Service Association, which lent full support to the policy.

The concept was developed with a view to ensuring that permanent part-time work became completely integrated as part of the whole organisational employment arrangement and not an appendage or separate work pattern. The fact that opportunties for appointment were open to existing full-time officers as well as new recruits was highlighted. It was considered important that the policy should be applicable to officers at all levels and should afford opportunities for career progression in a broad range of occupational fields. The Board maintained that conditions of service for part-time officers should be identical to those of full-time officers, but on a pro rata basis in proportion to the hours normally worked, and carry entitlements such as recreation leave, sick leave, long service leave, maternity leave, education assistance and flexitime.

Since the introduction of permanent part-time employment for officers employed under the Public Service Act some six years ago, there has been a gradual but continuing growth in permanent part-time positions in a range of occupations across the service. At 31 December 1982 there was a total of 822 people in permanent part-time positions in the State Public Service. This may seem a fairly small number in an organisation which employs about 14,000 officers under the Public Service Act, but it represents a real achievement in meeting the needs of individual employees seeking flexibility in their choice of work patterns.

Though the Board as gone to great pains to stress that permanent part-time work is equally open to women and men, in the initial phase most officers applying for permanent part-time positions were women at base grade levels. Over the last few years, however, an increasing number of men have opted for this alternative work pattern and officers from a broad range of occupational groups and classification levels are showing

interest. We now have architects, building trades officers, graduate officers, engineers, librarians, publicity and promotion officers, psychologists, court reporters, social workers, technical officers and valuers participating in the scheme. Our experience to date suggests very strongly that the scheme is providing benefits to both employees and management.

A growing number of employees have been able to take up study as a result of permanent part-time provisions; others have sought to spend more time on community work, creative pursuits and leisure. Some professional officers have used the scheme to broaden their education and experience in their specialist fields. Of course, the scheme has wider possibilities for men and women nearing retirement age, for the physically disabled and other officers whose health does not permit them to continue working full-time. It should be noted, however, that to date the policy has not been extended to Government employees in the blue-collar area.

The S.A. Public Service Board experience has shown that, given the option, both employers and employees can make choices to suit their needs. The greatest challenge, however, lies in the introduction of similar schemes in the private sector, especially in this period of economic recession. The private sector is a major employer of part-time workers, but the employment structure chosen is casual and not the permanent part-time system of the South Australian Public Service Board. In my view this sets up a secondary employment system which segregates part-time workers in private industry from the permanent career structure of full-time employment. Casual part-time employees are in fact marginal workers, the vast majority of whom are women. Teenagers constitute the second major social category sought by private employers for casual part-time work.

Part-time employment in Australia has increased dramatically over the past ten years. This trend is continuing unabated, ranking alongside the unprecedented inflow of married women in the workforce as the most significant social change taking place in the Australian workforce. In August 1982, part-time workers made up 17 per cent of the Australian workforce which is nearly double the percentage in 1966.[1] The majority of these part-time workers are casual, receiving no job security or entitlement to normal employment benefits such as sick leave, holiday pay or superannuation.

Casual employment meets the needs of employers for manpower in certain peak periods so that the casual employee is faced with irregular or varying hours of work, and can be dismissed at short notice. Casual employment offers work for a limited period without scope for promotion within their career structure. There is no scope for decisions involving future planning, training development or long-term commitment by either employers or employees, given the lack of job security which characterises casual work.

Permanent part-time work as established by the South Australian Public Service Board, on the other hand, offers a flexibility in working hours to the musal advantage of both employer and employee, but also continues to provide job security, a permanent career structure and a basis for planned employment.

Changing social patterns have clearly raised the need for such

flexibility without the loss of permanency, to avoid an unequal segregation of the Australian workforce. The potential for such segregation is exacerbated by the actual composition of the part-time workforce, 80 per cent of whom are women. Teenagers between 15 to 19 years of age too have been profoundly affected by the increase in casual part-time employment offered by private industry which is the major employer of part-time workers. Since 1966, teenagers in Australia have lost 107,600 full-time jobs, with female teenagers losing 76,000 of this total. In the same period, teenagers gained 107,200 part-time jobs.[2]

There is more to this change in employment pattern than a shift from full-time to part-time employment of youth. The ratio of part-time employment to full-time employment has changed dramatically since 1966. One in four jobs for teenage females was part-time in 1980, whereas in 1966 the ratio was one in seventeen.[3] Opportunities for full-time employment for teenage males have similarly declined.

By the time a teenage female has moved into the 25 year plus age group, approximately half the jobs available in this category are offered on a part-time basis. In other words, only about 50 per cent of the jobs available to women over 25 are full-time permanent positions. This contrasts starkly with males, who move from a ratio of one part-time job to 4.6 full-time jobs in their teens to a ratio of only one in 25 positions offered on a part-time basis to males over 25.

What emerges from these figures is the fact that teenagers, regardless of gender, are becoming increasingly employed on a casual basis, and denied full-time work opportunity with a built-in career structure and permanency. To introduce part-time work, therefore except as an integral part of the total career structure is indeed to adopt, perhaps cynically, this flexible working pattern as a means of exploiting the unemployment situation.

The experience of the South Australian Public Service Board has clearly demonstrated that the institution of permanent part-time work as established by our Board is a viable employment option. The Board however stresses that the introduction of permanent part-time work should be firmly based on an equitable philosophy which results in advantage both to employee and employer: its introduction should be based on this principle as an imperative.

REFERENCES

1. Australian Bureau of Statistics, Catalogue 6202.0, 6203.0, 6204.0.

2. Australian Bureau of Statistics, Labour Force Bulletins, 6203.0, 6204.0.

3. Ibid.

Transition Education at Pingelly District High School: Pinten Enterprises

by *Paul Hetherington**

Pinten Enterprises is a school-based industry funded as part of the Transition Program of Pingelly District High School. This article considers how Pinten Enterprises began and what Pingelly District High School is trying to achieve by developing this small business. It also outlines some of the issues involved both in the establishment of the business and in its day-to-day operation.

Transition Education is a result of the current employment crisis and the Commonwealth Government's diversion of funding into a program aimed specifically at equipping young people for the transition from school to post-school life. One of the emphases of the Transition Program is on specific vocational training as well as the teaching of self-reliance skills.

Pingelly first became involved in Transition Education in 1981 with a successful submission for funding to develop a horticultural facility. However, Education Department officers and reports from interstate and overseas suggested that the major targets of transition education initiatives in rural areas should be the most disadvantaged, namely young women and Aborigines whose employment opportunities have always been limited.

In August 1981 a well-attended seminar involving both community members and school staff discussed ways of tackling the problems of unemployment generally, and of Pingelly's economic future in particular. One suggestion later acted upon by Mrs Pat Hayden, the school Principal, was to establish a light industry, able to be accommodated within the school's curriculum, which could also teach students the rudiments of small business management.

Information was available about an initiative at Lake Cargellico in western New South Wales where an Aboriginal community had developed a screen printing industry as well as experimenting with the production of wooden handicrafts. In applying for funding to attend a conference on Transition Education in Canberra, the Principal organised an itinerary to visit a number of New South Wales schools with interesting Transition Education programs, including Lake Cargellico. These visits were extremely valuable and, amongst other things, indicated there was generally an expansive market for tea-towels. Subsequently, it was agreed that Pingelly District High School would design and produce tea-towels as the basis of its transition program for 1982. The idea of teaching small business and self-employment skills as well as personal development and self-presentation skills was incorporated within the curriculum. Funding was approved to the amount of $2,400 and a number of widflower tea-towels was produced.

In the course of testing the product on the market, contact was made with Naomi Mills, a young Aboriginal designer who was working in the only

* For the Transition Education Unit, Education Department of W.A., and the Pingelly District High School

hand screen printing business in Western Australia, which also produced tea towels on a large scale. Her expertise and screen-printing workshops, funded by Aboriginal Access, interested a number of community members. As a result it began to be hoped that Pinten Enterprises could be expanded into a business providing employment opportunities for newly trained screen printers in the school as well as for interested adults.

Although Pinten Enterprises caters specifically for Aborigines, the aim was to interest women in the community generally. As a cottage industry, it was able to do this by providing opportunities for sewing and printing in the home on a piece-work basis. As well, a number of women were soon being taught the printing skills already mastered by Year 10 students.

In 1982 the twelve students in this transition course spent about five hours a week working on printing, designing and related skills. Although it has not been possible to formally instruct students in small business management, they have learnt a great deal informally about taking orders, packaging, book-keeping and salesmanship. The success of their product and the impressive nature of some of the retail outlets used - The Sheraton gift shop is an example - have all contributed to these students' self-confidence and general enjoyment of the school program.

A major problem in 1982 was to decide how to develop Pinten Enterprises in 1983. It was decided to try to employ any students who had been involved in 1982 but had not found other work in 1983, as well as continuing to employ interested adults on a contract basis. To try to do so involved hard decisions about the re-investment of profits into both wages and the re-ordering of materials, quite apart from all the headaches of payroll organisation and the like.

Then in September 1982 Pinten accepted a contract to produce 350 teatowels per fortnight as well as other items, offered by Patricia Hines, a designer and professional printer whose products are distributed Australia-wide. Since school-based businesses are not allowed to compete with existing commercial concerns this was an ideal compromise. Miss Hines was able to offer employment to Pinten and Associates while getting her printing done at competitive rates. Pinten Enterprises was also able to use this contract to get extra training for interested adults through TAFE funded workshops because of the 'transition' component of the training.

Then, in November 1982, the business was 'extracted' from the school as Pinten students graduated from Year 10. The progress of these students in terms of self-esteem and their capacity to interact in groups, as well as their progress in school core subjects, has been remarkable. It was about this time, also, that the ABC filmed the story of Pinten in their 'Here in the West' series.

In December, two mothers of students involved in the course (one European and one Aboriginal) were employed full-time to continue running the business. Their employment was partially financed by an overdraft of $2,000 from Westpac, and one wage was met by NESA (National Employment Strategy for Aborigines). No funds were transferred from the school.

By February 1983 the business was showing a credit balance of $1,500 with a turnover of $1,000 a month. Naomi Mills designed four wall

hangings depicting Aboriginal legends and contracted Pinten to sew, print and package these on a piece-work basis. They were subsequently distributed internationally.

In March 1983 two former transition course students who had been out of work were employed full-time on SYETP subsidies. The NESA subsidy for the Aboriginal employee ran out and she has since been employed on piece-work rates or on a casual basis.

The problem of how to expand in order to retain subsidised employees on the payroll is still a major one. With fifteen women employed on contract sewing, piece-work, or full-time in the workshop - now established in the town, away from the school - Pinten Enterprises is investigating the possibility of establishing a non-profitmaking co-operative with a full-time manager, capitalised to about $10,000.

In 1982 the possibility of extending Pinten Enterprises into the production of wood crafted items such as boomerangs and walking sticks was also investigated. Two possible outlets for such items - The Aboriginal Traditional Art Gallery and The Sheraton - were rapidly located. Community representatives from the local shire, the Chamber of Commerce and the Aboriginal Progress Association met with a local businessman, a TAFE (Technical and Further Education) officer and the School Principal to discuss a plan for a local industry towards which training efforts in 1983 could be directed. As well, the local secretary of the Chamber of Commerce gained a Commonwealth Schools Commission grant to visit Victoria to see rural community school initiatives in vocational education.

The current 1983 transition course at school is developing well with prototypes of wooden toys being registered and ready for marketing. Also, the boomerang business is taking shape with timber, selected by local Aboriginal leaders, being locally milled and processed. The business of marketing these has already begun. All in all, ten students (five Aboriginal and five European) are involved.

Local business people have been interested in all phases of these operations and one businessman is currently being assisted with a submission for funding to employ five unemployed adults in a furniture renovation co-operative. Throughout the development of Pinten Enterprises the school has tried to share with all of its sutdents the excitement and creative energy generated by Pinten's success. Not only are the items produced of cultural importance, it has also been valuable for students to know that people can earn a living in this way. The importance of achieving and maintaining high standards for the items produced has also been communicated.

Pinten Enterprises has achieved a great deal in a short time, not only with regard to the students directly involved, but also with regard to almost all students at Pingelly. As well, many adults in the community have benefited. Apart from the opportunities to be employed and earn money it has become increasingly apparent that the school has an important place within the broader community. People within the school have increasingly been able to recognise the contribution community members may make to the quality of school life.

* LOOKING AT OTHER COUNTRIES, NO. 3: PEOPLE'S REPUBLIC OF CHINA

. YOUTH WAITING FOR WORK IN CHINA**

by *Don Anderson**

There has been deep concern in offical circles in China about the problems faced by youth and about youth behaviour. Numerous reports in newspapers and periodicals attest to the large numbers who have been unable to obtain regular work. There is also widespread reporting of the extent of crime and delinquency, and of declining idealism. A chapter in a recent book published by the Beijing Review commenced with: 'Youth in China endure a hard couple of years between finishing school and embarking on fully-fledged adulthood. Those who cannot attend university must often wait months for a job, and have plenty of time to brood over society's imperfections. The clash of lofty ideals against harsh realities can take its toll of the spirit'.[1] There have been many other reports in official publications of alienated or cynical youth in China.

Such reports could apply equally well to Australia, North America or Europe, where youth unemployment is widespread and where problem behaviour and alienation are said to be increasing. One difference between China and countries of the West, however, is in the programs of job generation for youth. In Western countries job generation, where it has been tried, has been limited to particular regions or sub-groups and does not yet appear to have made a significant dent in the statistics of youth unemployment. As far as I could tell, in China job generation for those young people not assigned to regular work or not in post-secondary education now provides work opportunity for virtually all who want it.

After the cultural revolution there were millions of young people in China who were without work and not qualified for university education. Many had returned to the cities from rural areas where they had been sent

---

* Professorial Fellow, Sociology Department, Research School of Social Sciences, Australian National University

** The sources of the observations in this article are an interview with the Institute of Juvenile and Youth Affairs of the Chinese Academy of Social Sciences in Beijing and discussions with staff members of the Academy in the cities of Xi'an, Chengdu, Guilin and Guangzhou during May 1983. Most discussions required an interpreter, usually provided by the Academy, but frequently supplemented by the Chinese speaker in our party. Further information was obtained from talking with university staff and from documentary sources. I am indebted to Beverley Hooper who provided a copy of her well documented paper 'Chinese Youth: Dilemmas of Socialist Modernisation', paper presented at 'Chinese Modernisation: The Latest Phase', Conference at the Contemporary China Centre, ANU, 16-18 February 1983. I wish also to thank the Chinese Academy of Social Sciences who generously serviced our visit, and the many officials of the Academy who went out of their way to meet our requests for additional interviews and visits.

on assignments. These returnees, being older than the post-cultural revolution school leavers, were frequently given preference for jobs.

At the Institute for Youth and Juvenile Research of the Chinese Academy of Social Sciences in Beijing I was told that the term 'unemployed youth' is not used in China, unemployment 'being a disease inherent in the capitalist system'; rather those school leavers who do not receive a work assignment or who do not get into full-time post-secondary education are designated as 'youth waiting for work'. The Deputy Director of the Institute estimated that in all China there were about 10 million such youth. Later figures obtained in the provinces were consistent with this; for example, in Sichuin province, which has about one-tenth of China's 1,000 million population, the estimate of the number of 'youth waiting for work' was one million. A somewhat higher estimate of 14 million unemployed youth in urban China is cited by Beverley Hooper. Each year there are over six million school leavers. The majority are assigned official work posts, a small minority (about 290,000) enter full-time higher education and the remainder become 'youth waiting for work'.[2] Exact statistics are difficult to obtain and there appear to be large regional and local variations. In the city of Guangzhou (Canton) I visited a neighbourhood unit comprising about 7,000 households. Each year in this unit about 800 young people graduate from high school. Eighty per cent of these pass the necessary tests and are assigned to work or enter university or vocational school. The remaining 20 per cent become 'youth waiting for work'.

Job waiting is regarded as an urban phenomenon in China. In the country, where over 80 per cent of the population lives, the rural labour force is 320 million. Youth leaving school are, we were told, readily absorbed into farm work or engaged in 'side-lines' - the small industries which are run by work brigades or by families under the responsibility system. In the four work brigades we visited - two chosen for us, two chosen by us at random - we saw young people making, for sale, cement bags, furniture, clothing and fireworks.

As in Australia, girls in China are more likely than boys to face difficulty in obtaining regular employment. Beverley Hooper reports that young women comprise 60-70 per cent of all 'youth waiting for work' in China and she quotes the Women's Federation in Beijing as stating that:

> In theory employers are not permitted to discriminate on sex grounds. But they invariably prefer men to women. Young women will get married and need maternity leave and child care facilities. And they're not considered to be as tough as young men.

The Institute of Youth and Juvenile Affairs conducted a survey of youth employment in several cities in mid-1981 and Hooper cites in its report that the backlog of those young people who had registered for employment before 1979 was almost cleared. So far as I know there has been no more recent survey; however, in each of the five cities I visited in May 1983 officers of the Academy of Social Sciences and officials of neighbourhood units reported that almost all 'youth waiting for work' who wished to be given assignments were placed in co-operatives or in individual enterprises. The official estimate of all job-waiting people in the total urban labour force is 2.6 per cent.[3]

There were some officials who were not optimistic about the future

of these co-operatives and enterprises but all agreed that the backlog of unemployed youth is being eliminated. In Guangzhou we had a private conversation with two senior population scientists. Whereas they were both highly critical of aspects of family policy and the discrepancy between official statements and what was actually happening, they agreed that the serious problem of youth unemployment had been overcome through programs operated by Work Units and Neighbourhood Units. These have the responsibilities for assisting 'youth waiting for work' to set up co-operatives or individual enterprises.

The largest youth enterprise we visited was a knitwear factory in Guangzhou which employed 160 young people and exported its products to the USA through Hong Kong. The piecework system operated and a few of the most skilled workers earned considerably more than the public servants who were our hosts - up to 250 yuan a month in some instances. The factory was sponsored by the neighbourhood committee which had provided a loan and an expert supervisor. Subsequently a Hong Kong company provided machinery (which is being paid for from earnings) and technical training. More usual examples were co-operatives employing from 6 to 10 young people. In Xi'an, we visited a hostel operating in a converted underground air-raid shelter and a restaurant. We also saw scores of shops run by 'youth waiting for work' selling clothes and fabrics, food, books and craftwork. Other co-operative enterprises included small factories making furniture and service enterprises providing a variety of domestic and technical repair services. In the city of Guangzhou the most popular hairdresser is one which commenced as a youth co-operative. The best-known success story is a tea and pastries co-operative business in Beijing with nine retail outlets and a wholesale department. It employs 236 workers whose average monthly salary is 60-70 yuan; two years earlier is started as a tea stand operated by a dozen young people. At Guangxi Teachers Training College the Work Unit had found jobs on the campus for some of its employees' children; others were being assigned to start co-operative enterprises in the city. Not all Work Units become involved with the program. At a silk factory in Fushan employing some 1,600 workers the personnel officer told us that 'youth waiting for work' would generally not pass the test required for new employees, and that the factory was not big enough to set up special enterprises for youth. The officer said that neighbourhood units would take responsibility for the children of factory workers who were not assigned regular employment.

Work Units and Neighbourhood Committees can borrow funds at 5 per cent to help get enteprises started. They also provide initial supervision and help obtain training where this is needed. A training officer may be employed, or classes may be arranged at a technical college. The regional office of the Department of Industry and Commerce advises on training but is not directly involved at this stage; a more active role is, however, being considered.

It is too early to tell whether these new youth enterprises will become a permanent and successful means of inducting young people into the labour force. Obviously a variety of purposes is being served; this is indicated in the conversations with a handful of young workers. One girl, working at a co-operative hostel, told me that she had failed to get into university to do physical education last year and was studying part-time and hoping to be successful next time. Another girl had also failed to get into university but she was sick of study and working in a restaurant

suited her for the time being. She was earning 50 yuan a month; perhaps she would marry in a couple of years. A boy who was one of the cooks in a noodle restaurant had no education after junior middle school and had no idea at all what he wanted to do. He had not been given a work assignment and the Neighbourhood Committee had found this work for him. Others, a minority in our small non-random sample, saw long term prospects for themselves in these enterprises.

Social scientists also differed in their evaluations of the scheme although, as noted above, all agreed that just about all of the millions of formerly unemployed youth were now engaged in some form of remunerative work. In Xi'an an economist was pessimistic - she said that the schemes were 'redistributing the cake' but not making a significant addition to the economy. On the other hand the population scientists in Guangzhou regarded the enterprises in their city as working very well. They speculated that the youth co-operatives could be the beginning of a private enterprise system in China. Beverley Hooper reports a similar view based on interviews with a Shanghai Neighbourhood Committee and with the Institute of Youth and Juvenile Affairs:

> Few attempts have been made to solve the school-leavers' problem by reviving the former "rustication of youth" system which provoked strong opposition from youth - seventeen million of whom were sent to the countryside during the Cultural Revolution - and also from the peasantry. Instead, the authorities have attacked the problem by going <u>outside</u> the planned economy, officially encouraging young people to establish urban co-operatives and even private business in accordance with the provisions of the revived three-part economic structure: state, collective and private.

My Guangzhou informants commented on the recent changes in attitudes which young people have towards working in co-operatives or individual private enterprises compared with working in the state sector. A few years back 'youth waiting for work' had, like the unemployed young in the West, poor self-concepts and low morale. Only work in state enterprises was regarded as having a real job. Now, due to the success of these new enterprises there are young people choosing to enter co-operatives or even individual enterprises rather than accept a regular work assignment. Beverley Hooper, however, reaches a somewhat different conclusion:

> Despite the profits being made by some enterprising young Chinese, there is considerable reluctance on the part of many (as there was in the early 1960s) to work in the non-state sector. In the words of a Party secretary of Heilongjiang province:
>
> > Some people think that only working in state enterprises is real employment, working in collectively-run enterprises is semi-employment, and engaging in private and household occupations is no employment at all.
>
> And according to one respondent 'waiting for work' young man in Heifi, 'most Chinese girls want boyfriends - and potential husbands - with <u>real</u> jobs.

There are two important features of Chinese society which have contributed to the success of the program of generating jobs and getting almost everyone who wants work a placement. First, there is a social/administrative structure of work units and neighbourhood units which a) have the capacity to initiate work enterprises, and b) can ensure that no-one is overlooked. In the urban areas every household belongs to a residents group and residents' groups in turn belong to neighbourhood units which might embrace 500 or 1,000 households. The committees of these units operate a variety of social services (care of the aged, child-care, family planning, health clinics, etc.) and it is easy for them to set up youth enterprises and to see that no-one is missed out. If necessary the committee can get advice from the provincial office of the Department of Industry and Commerce. Some neighbourhood committees are wealthy enough to use their own funds to get the enterprises under way; otherwise loan money is available. Most of the enterprises appear to be operated by the youth alone, but in some of the larger instances a cadre acts as adviser or as manager.*

A second reason for the success of the youth program is that, unlike the young unemployed in Australia, the group of youth 'waiting for work' in China is not largly composed of those who have failed school and who lack self-confidence.

Manpower direction is almost universal in urban China and those who are assigned to regular positions in the labour force are not necessarily those with the best school records; other criteria are frequently used. Thus the job queue, which we are familiar with in the West, with the more qualified advancing their position and displacing less qualified, does not seem to operate in China. A consequence of this is that there is a considerable range of talent among the 'youth without work' which means that the enterprises are not dependent on what we in Australian often term school 'drop-outs'. Included among the 'youth waiting for work' are a large number of senior middle school graduates who attempted the national exam for university and college entrance but who failed to make it into the top 5 per cent who gain admission. Some of these are studying part-time with the intention of having a second try.

China has plans to expand its higher education system which has only about 1.2 million students in regular colleges and universities. This amounts to 1.2 students per 1,000 population compared with 22.6 per 1,000 in Australia. The intention is to add a further .5 million students by 1987. There are also ambitious plans to expand secondary education (there were 6 million middle school graduates in 1980) and at the same time give it a more vocational emphasis. There are also to be many more vocational colleges. Even so education in China is far from the point where it serves to 'park' significant numbers of teenagers, delaying their entry to the labour market. The main thrust of policy is to provide positions for job-waiting people; unlike in the past, however, large numbers will be expected to organise themselves, with local help, into collective undertakings or to engage in self-employed jobs.

---

* It is of interest that the demographers in our party attributed the success of the 1982 Chinese population census to the existence of this same social/administrative structure which ensures that very few individuals escape notice or being counted.

REFERENCES

1. China Today Series. Beijing Review, From Youth to Retirement, Beijing, 1982.'

2. China Handbook Series. Education and Science. Foreign Language Press, Beijing, 1983.

3. Beijing Review, March 28, 1983, p. 21.

NATIONAL CLEARINGHOUSE ON TRANSITION FROM SCHOOL

TEENAGERS: FROM SCHOOL TO WORK

Part 6

YOUTH AND EDUCATION: POLICIES AND ACTION

A Summary

Preface

- Contributing to Youth Policies
- The Commonwealth Departments and Commissions
- Commonwealth Policies and Programs

  Education and Training

  Financial Support for Young People

  Employment Opportunities
- Research Projects

C. Blakers

August 1983

PREFACE

The Commonwealth Government has on many occasions stated 'its commitment to enlarge and integrate the range of options available to youth in education, training and employment'.[1] It has now begun the process of implementing its policies. The following resume of developments has been put together from a number of sources, including the Guidelines to the Schools Commission and the Tertiary Education Commission (issued on 28 July) and various Ministerial News Releases.

The lyf so short, the craft so long to lerne

Contributing to Youth Policies

Two out-of-the-ordinary steps have been announced by the Federal Government to further its intentions and policies in relation to young people. One of these is a Conference of State and Territory Ministers with portfolia responsibility for youth affairs. This is to be convened towards the end of this year, but composition and style of the meeting are still being considered.

The second step is the invitation to the Organisation for Economic Co-operation and Development (OECD) to undertake a review of Australia's youth policies and programs later this year. This will provide assistance to Government in developing new directions and in the preparation of the 1984-85 budget. The visit is discussed later in this paper.

The Commonwealth Departments and Commissions

Under the previous Liberal/National Country Party government, responsibility for the Transition Program and for the welfare of young people was shared between the Commonwealth Department of Education and the Commonwealth Department of Employment and Industrial Relations (DEIR). Given the wider intentions of the present Government in relation to youth affairs, the number of departments and agencies involved in the policy and action has correspondingly increased, and changes in departmental structures are beginning to reflect this.

Almost immediately after the election on 5 March, the Office of Youth Affairs was transferred from DEIR to the Department of Education, which has since become the Department of Education and Youth Affairs. Other sections of the DEIR concerned with youth programs have remained with DEIR, including the Training Policy Branch. Structural changes within DEIR are now being considered but have not yet been decided.

In the DEYA, some considerable restructuring is under way. A new division of Youth Affairs has been created. This, at present, comprises two branches: Youth Development and Youth Programs (previously the Office of Youth Affairs). The division may eventually incorporate a third branch: that which has been concerned with Transition Programs. For the time being, this remains with the Education Resources Division, at least until responsibility for the Government's new participation programs has been fully worked out.

What has so far been decided is that the main responsibility for the new Participation and Equity Program (see later discussion in this paper) will be shared between the Schools Commission (for schools) and the Commonwealth Tertiary Education Commission (for TAFE and higher education). To carry out its responsibility for the programs in 1984 and in 1985/86, the Schools Commission has established a sub-committee of Commissioners (see the Schools Commission paper which follows this overview). Also involved in the discussions of the sub-committee are John Burnett (Transition Programs in DEYA) and Dr John Steinle (Director-General of Education in South Australia). The Schools Commission intends to consult widely in its development of programs for 1985/86, and will be appreciative of input from persons throughout Australia who have been involved with Transition Programs or with other relevant programs and activities.

On the TAFE side, the TAFE Council is currently discussing arrangements and future directions with DEYA, the Schools Commission and DEIR and will provide information on funding processes and allocations as quickly as possible.

The Councils concerned with universities and colleges of advanced education are presently discussing with institutions and State co-ordinating authorities the allocation of the 3,000 student places and the $10 million provided in the Guidelines to the Commissions (see later in this paper) in order to increase the participation, particularly of disadvantaged groups, in higher education. The kinds of areas being given special consideration are, for example, western districts of Melbourne and western and south-western areas of Sydney.

In all the changes, the DEYA has been charged with considerable responsibilities. It has been given overall responsibility for the co-ordination of all Commonwealth policies, programs and proposals to the extent that they affect young people.[2] To this end, a Standing Committee on Youth Policies is being established which will be chaired by the Secretary of DEYA, Dr Peter Wilenski, and will include second division officers from DEYA, DEIR, the Department of Social Security and the Office of the Status of Women.

The DEYA also has 'a strong co-ordinating role' in the development and implementation of the Government's education participation programs for 1984-85. It will chair the Commonwealth level co-ordinating committee for these programs. This Committee will include persons from DEYA, DEIR and both the Education Commissions. In addition, DEYA retains responsibility for National Projects and Evaluations (which commissions research in relevant areas) and a public information program.

The Youth Development Branch of DEYA is responsible for action associated with the visit towards the end of this year of the team from the Organisation for Economic Co-operation and Development (OECD), mentioned earlier, which has been invited to undertake 'a review of Australia's youth policies and programs'.[3] The members of this team are expected to be:

- Richard O'Brien, former Director of the Manpower Services Commission, United Kingdom
- Miss Bjerrejard, former Minister of Education and then Social Affairs, Denmark
- Mrs Anke Fuchs, a former Junior Minister of Labour and for a short period Minister of Family Affairs, Federal Republic of Germany.

The team is expected to visit Australia in November and an itinerary is being prepared which should enable them to meet and consult with a wide range of persons - including many young people - from non-government organisations and the community as well as from government departments. The terms of reference for the OECD visit are presently being considered by government and will then be discussed with the OECD.

Preparatory work within the Department for this visit will include a review of current income support schemes for young people and exploration of ways to rationalise these, perhaps in the form of a simple youth allowance. Meredith Edwards (Canberra College of Advanced Education - see

Review Paper in this Newsletter) and John Freeland (Department of Social Work, University of Sydney - see Review Paper in February 1983 Newsletter) have accepted secondment positions with DEYA to help with the preparation of papers for the OECD visit. In addition, a Reference group, comprising a number of persons with different kinds of involvement in and perspectives on youth affairs has been formed to provide comment on the papers and other action.

The Youth Programs Branch of DEYA (the Office of Youth Affairs) is continuing initiatives begun in 1982, following up the outcomes of a major nation-wide consultative process. The non-government sector consultation was funded by the Office of Youth Affairs (within DEIR) and conducted by the Youth Affairs Council of Australia (YACA: see Clearing-house Newsletter, Projects of Interest, June 1982 and Perspectives, May 1983, p.98). The consultations were mainly finalised at the Commonwealth/State/Voluntary Sector Youth Affairs Conference held in April this year. The report has not been completed and will shortly be submitted to the Minister.

The Youth Programs Branch also has responsibility for exploring the possibilities and furthering the use of small co-operative enterprises which the Government sees as perhaps providing economic alternatives and social support groups for some young people.

Commonwealth Policies and Programs

The overall aim of Federal Government policies is to ensure that effective options in education, training and/or employment are available to all young people, and particularly to those who have previously been disadvantaged, for one reason or another, in developing their capacities. To pursue this policy requires

- adequate and appropriate opportunities in education and training
- financial support for young people to enable them to take advantage of the opportunities provided
- an extension and encouragement of employment opportunities.

A start is being made in all three of these areas.

. Education and Training

Education is seen as central to the Government's youth policies, and the Government's 1983 Guidelines to the Education Commissions indicate the role of the various education sectors - schools, TAFE and higher education - in achieving more equitable outcomes which will be of benefit to the society as well as to individuals. The key to this is seen as increasing and widening participation in education at all levels. By helping all, rather than only some young people to develop their capacities, education enables them to contribute to the economic and cultural life of the society and therefore to its economic recovery and its social quality.

At the school and TAFE level, the major force of Government policy and effort will be directed to increasing participation so that 'at the end of the decade, most young people complete the equivalent of a full secondary education, either in school or in a TAFE institution or in some

combination of work and education'.[4]

To this end, the Government will in 1984 establish at new Participation and Equity Program (this unfortunate name will, it is hoped, not survive) 'to encourage young people over the school leaving age to participate in useful and fulfilling education and training activities in schools and TAFE'.[5]

'The funds for 1984, to be made available for all States and Territories, will be allocated as follows between sectors:

	$'000 (Dec. 1982)
Government schools	39,574
Non-Government schools	4,477
TAFE	26,891
National projects and evaluation and public information program	640
	71,582

The allocation between government schools and TAFE is approximate. The States will be advised of their share of the amounts for government schools and TAFE and will have some limited flexibility, as under present arrangements, to reallocate funds between the two sectors.'[6]

To facilitate forward planning and encourage more enduring programs, the Government will provide funds for the triennium 1984-86. Funds for 1985 and 1986 will be provided at the same level as 1984 and will be subject to retrospective cost supplementation.[7]

1984 will be a year of changeover and development. The 'transition' program structures and processes will remain essentially as they have been (through the name may be changed); but the guidelines are currently being adapted so as to provide opportunity and encouragement for those putting forward proposals to broaden their aims and objectives in ways which will contribute to the new 'participation' programs of 1985 and 1986. 1984 will also provide time for these new programs to be adequately thought out and developed by both the Schools Commission and the Tertiary Education Commission 'in consultation with the States, non-government schools, parents, teachers, industry and trade unions' (p.7).[8]

The importance of co-ordination in the programs is recognised by the Guidelines. It is therefore intended 'that joint Commonwealth/State Committees should operate in each State involving schools and TAFE representatives, parents and teachers, and labour departments to plan the implementation of the program'.[9] At the Commonwealth level, the Department of Education and Youth Affairs will have 'a strong co-ordinating role to ensure that education, training, income support and employment policies are harmonised to the maximum extent'.[10] This Department will chair a Commonwealth level co-ordinating Committee involving both Commissions and the Department of Employment and Industrial Relations.

In higher education, 'the Government's immediate objective is to

provide for at least an additional 3,000 student places in universities and CAEs in 1984. An additional $10m. in recurrent grants will be provided for this purpose in 1984 based on marginal cost levels.[11] For higher education also, retrospective cost supplementation has been restored so as to provide stability and opportunity for rational planning. As with schools and TAFE, higher education is expected to contribute to achieving greater social equity by reviewing inequities in its own institutions; by providing 'a wider range of opportunities for young people and/or special efforts to attract those social groups at present under-represented among those benefiting from higher education';[12] in particular, Aborigines, migrants, low income groups, women and the handicapped. Greater co-ordination among institutions is seen also as contributing to the goal of increasing participation in higher education, and the Government 'looks to the State and the institutions to plan co-operatively for increased participation based on the joint use of staff and other resources, including the technical and further education facilities in the regions'.[13]

. Financial Support for Young People

The anomalies, inconsistencies and irrationality of the various income support schemes for young people have been well known and commented on for some time; and it is the Federal Government's stated intention to 'rationalise the various schemes of income support for young people'.[14] The intention has already generated considerable thinking about the issues involved, both within the DEYA and outside it. Indications of the wide interest and thinking can be seen in the Review Paper in Part 2 of this Clearinghouse Newsletter as well as in Abstracts 83/AB:65-71. Further work will be done on this question in preparation for the OECD team visit later this year.

. Employment Opportunities

The creation of employment opportunities is the third area of Government youth policies, and the Commonwealth Employment Program (CEP) has been set up to further this objective. The program is beginning gradually in 1983-84, but when it is fully operational it is expected to create up to 70,000 new jobs nationally in a year. These jobs will last between three and 12 months, with most being for 6 months. Nationally, $300 million dollars is being made available for CEP in 1983-84. $250 million of this will go to voluntary organisations, local authorities and State government departments; the remaining $50 million to federal departments and authorities. This $50 million will generate about 5,000 positions in 1983-84 in the Commonwealth sector throughout Australia.

The Federal Government has also foreshadowed the phasing out of the Special Youth Employment Training Program (SYETP) and its replacement with a new scheme, to be called the Private Sector Assistance Program, which will be designed to increase the availability of a broad range of employment opportunities for unemployed of all ages.

In addition, there is to be the encouragement of co-operative enterprises mentioned earlier in this paper.

Research Projects

As mentioned earlier, the DEYA has retained responsibility for the National Projects and Evaluations which, in 1982, generated a number of research projects and to which this Clearinghouse owes its being and substance. Among the research projects funded were

- Comparative Study of Alternative Transition Courses with Traditional Courses in Schools

  Chief Investigator: Professor W.J. Campbell, Department of Education, University of Queensland

- ACER Longitudinal Study of School Leavers

  Chief Investigator: Dr Trevor Williams, ACER

- Evaluation of projects in Non-Sexist Education which focus on Changing Girls' Perceptions of Career Opportunities

  Chief Investigator: Dr Shirley Sampson, Department of Education, Monash University

- Critical Review of Work Experience Programs in Schools

  Chief Investigator: Dr R. Strahan, School of Education, Murdoch University

- Evaluation of Transition Courses in TAFE

  Chief Investigator: Dr D.J. Davis, School of Education, Macquarie University

- Expectations of Employers, School Leavers and Young Workers

  Chief Investigator: Dr Susan King, Department of Sociology, Australian National University.

Reports of some of these projects are shortly due to be released publicly. Because of changes in policies and directions since March this year, no further research projects have been funded. However, some are now being considered by the Minister. Among these are

- an evaluation of recent changes in secondary schools: to assess the extent to which activities in schools which were stimulated or extended by transition programs have affected the whole school curriculum; this is being undertaken to provide models of success for schools generally to follow. It will be undertaken between August 1983 and late 1984 through case studies conducted by participating States (W.A., Victoria, S.A., NSW and Tasmania)

- a study on Curriculum Development in TAFE: to examine on the basis of previous evaluations the outcomes of TAFE transition courses; identify the extent of duplications or deficiencies in provision; and develop appropriate bases for curricula, teaching and assessment methods for application at the college level, especially for students from a disadvantaged background. This study will build on the recently completed evaluation by Dr Davis. It will be conducted in co-operation with State TAFE authorities between August 1983 and late 1984

- a study to identify the factors which led to a substantial increase in post-compulsory enrolments in secondary schools in 1983. It will examine the motivations and expectations of the students concerned, as well as assessing the quantitative extent of the change

- a literature review of studies showing attitudes of young people on various issues (a contribution to a study mentioned below)

At the request of the Minister for Education, the Committee on Government Advertising has approved the conduct of a Survey of Youth Attitudes, which will be managed by the Special Minister of State in co-operation with relevant departments. Among other aspects, it will examine attitudes of young people to the education system, employment training opportunities, income support, expectations about employment, accommodation. The literature review mentioned above will contribute to this study.

REFERENCES

1. Minister for Education News Release, M36/83, 31 May, 1983.
2. Ibid.
3. Ibid.
4. Commonwealth Guidelines to the Schools Commission, p.2.
5. Ibid., p.5
6. Ibid., p.7
7. Ibid., p.5
8. Ibid., p.7
9. Ibid., p.6
10. Ibid., p.6
11. Guidelines to the Commonwealth Tertiary Education Commission, p.2
12. Ibid., p.3
13. Ibid., p.3
14. News Release, M36/83.

PERSPECTIVES

The Commonwealth Participation and Equity Program

by Commonwealth Schools Commission

On 28 July 1983, the Commonwealth Government released its Schools Commission Guidelines for 1984. A major initiative announced in the Guidelines was the Participation and Equity Program. It is planned that this Program will encourage young people over the school leaving age to participate in useful and fulfilling education and training activities in schools and TAFE. The Program will be the centre-piece of the framework of youth policies that the Government is developing. The Schools Commission and the TAFE Council of the Tertiary Education Commission will administer the Program, with the Department of Education and Youth Affairs responsible for co-ordination of the schools and TAFE sections of the Program.

The Participation and Equity Program will focus on secondary schools with low retention rates and students from disadvantaged backgrounds. It will aim at increasing participation and fostering more equal outcomes. The Program is intended to stimulate broadly based changes in secondary schooling including:

- catering for all students more adequately
- changes to secondary school organisation
- curriculum reform and diversification
- a review of credentialling and accreditation
- developing and changing teacher attitudes and skills
- improving school/community relationships and community attitudes to education.

The Participation and Equity Program will not concentrate exclusively on the post-compulsory years, since junior secondary education may be provided for. It will also assist non-institutional initiatives for those who would not otherwise participate in education.

The School-to-Work Transition Program will be subsumed within the new Program, with an additional $23.0m being provided for 1984. In order to place finance and organisation on a stable base, the Program will be for three years with 1985 and 1986 funding being at the same level as in 1984, subject to retrospective cost supplementation.

The Commonwealth has requested the Schools Commission and the Tertiary Education Commission to report by 31 October 1983 on proposed general principles and directions of development in 1984. The Government has asked the Commissions to prepare options for future directions of the Program in 1985 and 1986 in light of the Commonwealth's objectives. This

will be carried out in 1984. The Schools Commission has established a Committee of Commissioners to advise on the new Program. The Committee membership is as follows:

Lyndsay Connors (Chair)
Robert Andrews
Joan Brown
Norm Curry
Van Davy
Vin Faulkner

Interim program guidelines will be issued in September, and more detailed guidelines for 1984 are expected to be available following the Commission's report to the Government on 31 October 1983.